

PRESERVATION

DEPARTMENT  
OF  
SOCIAL WELFARE

A report on the establishment of a new department by the amalgamation of the Social Security Department and the Child Welfare Division of the Department of Education.

May 1970



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PART IIntroduction

The National Party's election manifesto for the 1969 elections included the following policy item:-

"... the National Government will bring together the present Department of Social Security and the Child Welfare Division of the Department of Education to form a new Department of Social Welfare. Following the recommendations of the National Development Conference on the coordination of social services, the National Government will give further consideration to bringing other areas of State welfare activity into the new department".

In January 1970 Cabinet approved the setting up of the new department in terms of the above policy. On 30 January the Hon. D.N. McKay called a meeting of the Chairman, State Services Commission, the Permanent Heads of the Departments of Social Security and Education, and the Superintendent of Child Welfare at which he announced the Government's decision. Mr McKay instructed that a Committee be set up under the chairmanship of a senior officer of the State Services Commission to examine the implications of Government's decision; to prepare a plan for setting up the new department; to consider the problems involved and to recommend solutions and to prepare a draft of legislation which may be necessary. The Committee was instructed to report through the Chairman of the State Services Commission as soon as possible and in time for legislation to be brought down in 1970.

The Committee commenced work early in February and in the course of investigations members have visited a number of District Offices of the two departments as well as a number of institutions at present administered by the Child Welfare Division. We have not considered that our terms of reference include the study of such problems as may exist in the co-ordination and development of welfare services in this country other than those provided by the Social Security

Department and the Child Welfare Division. Nor have we attempted to enter into controversial policy issues relating to the extent or direction of social welfare activities in the community. Our study has been specifically directed to the creation of a new department by the amalgamation of the existing Social Security Department and the Child Welfare Division and the proposals in this Report do nothing more nor less than that.

PART IIThe New DepartmentA. Name of the Department

The Committee has given considerable thought to the most appropriate name for the new department. While the words "Social Welfare" could be misinterpreted as indicating an emphasis on financial or even charitable assistance, it is considered that the most appropriate alternative "Social Services" indicates a wider range of functions than the new department will undertake.

The name DEPARTMENT OF SOCIAL WELFARE is recommended.

B. Functions

In considering the functions of the combined department it is important to look first at the activities of the two organisations as they operate at present. This is necessary to identify first those areas where there is some degree of overlap and second those functions which do not readily lend themselves to transfer from their present setting.

The existing functions of the Social Security Department and the Child Welfare Division are set out separately in Appendices II and III. From these appendices it is clear that there is some overlap with both Departments operating a social worker service and with the Needy Family Scheme in Child Welfare virtually duplicated by the Supplementary Assistance Scheme in Social Security. The plan proposed later in this report provides for the complete integration of these services.

As the Social Security Department (including its war pension and rehabilitation functions) is to be completely absorbed in the new combined Department, it is clear that all those activities listed in Appendix II will become responsibilities of the new Department. The situation in Child Welfare is by no means so clear cut. Because of the Division's long association with the Department of Education there has been a tendency to become involved in work which is perhaps more properly the responsibility of the parent

Department. This comment refers particularly to some of the institutions currently administered by the Child Welfare Division and is dealt with more fully in Part IV of this report.

The converse also applies. There is within the Department of Education proper a section dealing with research into young offenders. This activity would more properly be a function of a Department concerned with welfare.

The Committee sees the new Department taking over all the existing functions of the Social Security Department plus the welfare functions of the Child Welfare Division. In addition it is proposed that the work undertaken on behalf of the Joint Committee on Young Offenders be transferred to the new organisation. However, the responsibility for those institutions which are more in the nature of schools would remain with the Department of Education. This is discussed further in Section IV.

In summary the functions of the Department would be:-

- (1) The administration of all the Acts currently administered by the Social Security Department and the Child Welfare Division.
- (2) Advice to Government on the development of social welfare policies.
- (3) Research into all aspects of social welfare.
- (4) Liaison with other Government and private organisations providing welfare services to the community.

C. Organisation

In considering the organisation of the new Department we have been aware of the apprehension felt by the staff of both the Child Welfare Division and the Social Security Department. On the one hand there is concern that the amalgamation will create a department basically oriented towards routine clerical administration and distribution of financial assistance, while on the other hand, there is concern that the department will be dominated by social workers who are not familiar with, nor appreciative of, the practical problems involved in the day to day administration of a department acting within the limitations of approved policies.

We accept that this apprehension is a natural reaction to the limited amount of information regarding the Government's proposals which it has been possible to communicate to the staff of both departments. We believe that in practice no grounds will exist for this apprehension for we believe that the organisation we propose provides for a balancing and integration of activities whereby the social worker and the clerk will work in harmony to achieve the objectives and carry out the functions of the department. Attempts to retain separate identities as Child Welfare staff or Social Security staff must be abandoned and replaced by the building of a new identity on the basis of common purpose.

This can be achieved only by the continuation of the enthusiastic support and co-operation of which we have had evidence during our investigations.

As the Social Security Department is at present constituted the administrative head is the Chairman of the Social Security Commission, which in terms of the Social Security Act comprises the three principal officers of the Department. The Chairman is also the Secretary for War Pensions and the Director of Rehabilitation as well as being a member of both the War Pensions Board and the Rehabilitation Board. Responsibility for the administration of the Social Security Act itself and other legislation directly related

to social security is vested in the Social Security Commission but, as is illustrated in the section of this report dealing with functions, the operations of the Department now extend considerably beyond the administration of this particular legislation.

The Department has a head office in Wellington, 22 Registrars offices in the major centres and 28 district agencies in the smaller towns. Other areas are covered by part-time officers and a field service.

The administrative head of the Child Welfare Division is the Superintendent of Child Welfare who although directly responsible to the Minister on the matters with which his Division deals and on general policy, works through the Director-General of Education in so far as the general administration of the Division is concerned.

Apart from the Head Office in Wellington there are 29 district offices each under the control of a District Child Welfare Officer and a number of national institutions administered direct from the head office.

In considering the organisation of the new combined department it is necessary first to give some thought to the various statutory boards involved. The proposal does not appear to affect in any way the present activities of the War Pensions Board or the Rehabilitation Board and it is envisaged that both these bodies will carry on as hitherto. The position of the Social Security Commission is not so clear cut and the question does arise of whether the concept of Commission control should be retained, having regard particularly to the relatively small part that the Commission as such plays in the total administration of the Department.

After study of the various factors involved, the Committee feels that while the range of activities which will be undertaken by the new department does not lend itself readily to control by a composite body such as a commission there is nevertheless merit in the retention of such a body



to deal with such matters as entitlement to benefits etc. It is considered that people generally accept more readily decisions given by a committee rather than those of a single individual.

The Committee believes that the Social Security Commission has been a successful body and can see no advantage in making a change at this stage. This also takes into account the fact that a Royal Commission has been set up to enquire into and report upon Social Security and one of the tasks of this Commission is to consider any changes desirable in the administration.

From time to time the view has been expressed that decisions of the Social Security Commission should be subject to appeal and there is no doubt that there is a strong body of opinion to support this view. If an independent appeal authority or authorities were to be set up the arguments for the retention of a Commission would largely disappear. However, it is felt that this is an issue which is beyond the scope of the present investigation and one which would take considerably more time and expert opinion than is available to this Committee. No doubt this issue will be considered by the Royal Commission of Inquiry into Social Security.

#### Head Office

As can be seen from the organisation chart appended (Appendix I) we propose that the Permanent Head of the Department be designated "Director-General" and that he be supported by three Assistant Directors-General each of whom shall be appointed a Commissioner in terms of the Social Security Act 1964. To enable this to be achieved it will be necessary to amend Section 6 of that Act.

The proposed organisation provides for a division of responsibilities among the three Assistant Directors-General on the following basis:-

- (a) All work in connection with social security benefits and supplementary assistance, war pensions, rehabilitation.

- (b) Supervision of field services and institutions - this will take in most of the functions of the present Child Welfare Division and responsibility for social workers and field officers currently employed by the Social Security Department.
- (c) Administrative services including accounting, data processing, management services, legal etc. together with responsibility for research and staff training.

This division of overall responsibilities and the more detailed division shown in the organisation chart can only be regarded as tentative. A more detailed examination of work loads may well reveal some imbalance in the proposed organisational structure.

The Assistant Director-General dealing with benefits would under this proposal become in effect the executive officer carrying out the policy of the Social Security Commission and would be responsible in the first place to that body - presenting to the members difficult cases, appeals and recommendations for changes in benefit policy.

It is inherent in this proposal that the Director-General of the new Department should also be the Chairman of the Commission and retain with that office the other positions of Secretary for War Pensions and Director of Rehabilitation which are currently associated with it. To these appointments should be added that of Superintendent of Child Welfare. In practice of course the duties and responsibilities of these positions would be delegated as far as is necessary to the three Assistants or further down the administrative ladder.

#### District Offices

As far as the organisation of district work is concerned, it is suggested that the division of duties follow very much the same pattern as in the Head Office except that there would be only two broad groups - benefits, pensions, supplementary assistance, general administration etc. on the

one hand and field and institution services on the other, all working under one district controlling officer. This would apply regardless of the size or present status of the office but it would still be necessary to preserve regional links between the major district offices and the smaller offices providing only a limited service i.e. the present district agencies in the Social Security Department.

D. Staffing

The number of staff at 31 March 1970, in Social Security was 1435 and in Child Welfare 1027. In addition there were 66 vacancies in both organisations. Apart from the staff of the special schools to be transferred to the Department of Education (see Part IV of this report), the Committee does not see any likelihood of the new department requiring less staff than are at present required by the two organisations. Indeed, some additional administrative servicing (such as a Buildings Section) not at present available in either organisation, will be necessary and will involve some modest increase in total staff.

PART IIIInterchange of services between Department of Social Welfare and other DepartmentsA. Department of Education

The Child Welfare Division currently provides certain services to the parent Department. These services may be summarised thus:-

- (a) The appointment, control and training of all institutional staff other than teachers.
- (b) Maintenance arrangements in respect of children at special schools.
- (c) Holiday arrangements and escort services to and from the homes and special schools.
- (d) The provision of stores and equipment including stationery, textbooks etc. for the special schools.
- (e) The purchase of clothing etc. for children attending the special schools.
- (f) Assistance with the accounting arrangements in respect of special schools.
- (g) Provision of a general case-work service for school principals, teachers and other officers of the Department of Education.
- (h) Provision of a general administration service and other facilities to Education Department staff throughout the country. The parent Department has only three regional offices but has school inspectors, psychologists, property supervisors etc. at many locations and these people have been serviced through district offices of Child Welfare Division.

Consideration must be given to the situation which will arise when the Division is separated from the Department of Education. Obviously some services such as case-work can be continued by the new Department and it is probable that assistance in other directions will be possible by inter-departmental co-operation. It is understood that the responsibility for some administrative services to scattered staff, may be handed over to the Education Boards. One fact that does emerge, however, is that the Department of Education will be required to set up some sort of organisation within its Head Office to service the special schools; to keep such schools adequately equipped and to appoint, train and control the domestic and other staff to be employed in those schools. This organisation must inevitably be duplicated to some extent in the new Social Services Department where similar responsibilities will exist in respect of the child welfare homes and training institutions.

There are also services provided to the Child Welfare Division by the Department of Education. Briefly they are:

- (a) Examinations of children by and consultation with the departmental psychologists.
- (b) Provision of teaching services within the Division's homes and training institutions.
- (c) Building services, i.e. land purchase negotiations, plan preparation, programming, financial approval, supervision of maintenance etc.
- (d) Supervision of transport through the Mechanical Supervisor.
- (e) Computer facilities.
- (f) Stores purchasing and administration.
- (g) Office inspection.
- (h) Work on staff salaries.
- (i) Library facilities

There appears to be no reason why, after reorganisation, the Department of Education should not continue to provide teaching staff for the homes and training institutions and continue also the psychological service. It will be necessary for the new department to set up some sort of team to handle its building programme but it is considered that the supervision of buildings maintenance could be provided on an interdepartmental basis either by officers of the Department of Education or the Ministry of Works. Similarly the reorganisation will call for a much stronger stores establishment than currently exists in either the Social Security Department or the Child Welfare Division but again it should be possible depending upon the type of stores required, to rely to some extent upon either Education or Works services.

The new Department will have machinery to deal with the remaining matters, i.e. computer and library facilities, inspection and staff salaries but not without some increase in staff. However, the loss of work by the Department of Education should provide surplus employees who could be available for appointment to the new department.

B. State Services Commission and Department of Health

The administration and servicing of the Tirimoana Training Centre for Social Workers, which is situated in the grounds of the Porirua mental hospital, is undertaken by the State Services Commission and the Department of Health. The Commission is responsible for general administration and some tutorial staff. The Department of Health is the owner of the land and buildings and is responsible for domestic and catering services. It also provides some part time tutorial staff and a part time Clerk-Typist. Buildings and other maintenance as well as charges for electricity and other services are also provided.

Four Social Worker Training Courses, each of eight weeks duration, are held each year. The remainder of the time available is utilised for training courses for Health and other departments.

A Committee known as the Social Science Advisory Committee consisting of representatives from S.S.C. (Chairman), Health, Social Security, Maori Affairs, Child Welfare, Justice and the School of Social Administration and Sociology has been set up to advise on aspects of Social Worker training and to assign the entrants quotas for each course from the departments concerned.

The Mental Health Act 1969 empowers the transfer of the management of Mental Hospitals to Hospital Boards and this Committee understands that negotiations are in hand for the transfer of Porirua Hospital to the Wellington Hospital Board in the near future.

It is essential that the Tirimoana Centre should remain in the control of central Government and consequently it is timely that the future administration of the Centre should be considered in relation to the activities of the future Department.

The alternatives are to transfer full responsibility to the State Services Commission or the Department of Social Welfare or even for Health Department to retain its present interest by special arrangements with the Wellington Hospital Board. After considering the various factors involved we are of the opinion that full responsibility for the administration of the Centre should be transferred to the Department of Social Welfare. The Department could negotiate with the Hospital Board for the continuation of certain services.

We also consider that the Social Science Advisory Committee should continue in its present form and should have responsibility for both the allocation of quotas for entry to each course as well as responsibility for approving the curriculum in addition to its advisory function. The representation on the Committee would require review if and when agencies other than the Social Security Department and Child Welfare Division are brought into the new department.

PART IVThe future control of the Department of Education's  
Special Schools for Backward Children

The Child Welfare Division of the Department of Education has played an important part for many years in the administration of the Department's five residential schools - two for deaf children, one for maladjusted children and two for backward children. The decision to amalgamate the Division with the Social Security Department as a Department of Social Welfare has required a decision on the future administration of these schools.

No serious doubt has, or could be raised about the necessity for the Department of Education retaining responsibility for the schools for deaf and maladjusted children. Because the Child Welfare Division has been more closely associated with the two schools for backward children - Campbell Park School (for boys) and Salisbury School (for girls) - and because just over half their pupils are usually children under the care of the Division, a detailed study of their future administration has been made.

The two schools must either remain, as they have been since they were established in 1908 and 1916 respectively, special schools controlled by the Department of Education or become institutions controlled by the Department of Social Welfare. There was some division of opinion among the members of the Committee concerning the future place of these schools and this was only resolved after receipt of a joint report from the Director of Primary Education and the Superintendent of Child Welfare, setting out the merits and demerits of the alternatives. Acceptance of the arguments put forward in this has led to the conclusion that if the schools are to provide the best possible education for their pupils, they must remain integral parts of the national education system and continue under the administration of the Department of Education.

There are four important aspects of the work of the special schools which must be fully safeguarded under any new form of administration. These are:



- (1) The Principal's present responsibility for the work of all members of his staff. His oversight of all aspects of the work of his school has been found to be an essential pre-requisite for the developing integration of the total programme for all pupils within each school.
- (2) The provision of adequate residential placements for backward children under the care of the Department of Social Welfare.
- (3) The present close working links between the schools and the Child Welfare Division on all matters affecting pupils for whom the new department will have some responsibility.
- (4) The schools' developing liaison with all other education services for backward children.

In terms of the four points listed above, the principal arguments in favour of continued administration as Special Schools controlled by the Department of Education are:

- (a) Recognising that the primary function of the schools will remain, as it has always been, that of educating backward children, the Department of Education is the only Government Department with the resources to carry out this responsibility.
- (b) It will ensure that each school retains a Principal who has responsibility for the work of all members of its staff, including its teachers. Experience has shown that this authority is essential if these schools are to have a unified staff and if they are to develop an integrated total programme for their pupils. The Department of Education would have to remain responsible for appointing the classroom teachers and for inspecting the school section. A division of responsibility

between the two Departments would mean that the two Principals would lose the overall authority which is vital for the successful development of each school.

- (c) It is essential to avoid the real danger of professional isolation and stagnation which could develop if the schools were administered separately from all other education services for backward children.
- (d) It is essential to ensure that suitable teachers are recruited for the two schools.
- (e) It will retain for backward children the right which they have possessed since the schools were first established, to serious consideration of their claim for admission to the only residential schools provided by the Government for children of their intellectual level.
- (f) It will ensure that the two schools become effectively part of the augmented national residential education programme for backward children.

We have weighed these arguments against the principal arguments in favour of administration by the new department which are:-

- (a) It would give the new department the assurance that adequate residential provision will always be available for those backward children under its care who are considered to require it.
- (b) It would enable the present close and necessary administrative links between the two schools and the welfare services for children now provided by the Child Welfare Division to be maintained. These links would enable District Offices of the Department of Social Welfare to co-operate effectively with the

schools in which backward children under their care will be placed, and from which the same children would return for further guidance and for placement at an ordinary school or in employment.

- (c) Convenience of administrative services. There are no Education Department offices in the locations of two of these schools and the continuation of the administrative servicing at present supplied by the Child Welfare Division in these localities, by the new department would be more convenient.

To decide between the above alternatives has proved to be one of the most perplexing tasks the Committee has faced. The decision was made primarily on the basis of an assessment of the consequences for the education programmes which will be provided for all the pupils, including those under the care of the new department.

When the two alternatives for the future administration of the schools for backward children are considered in these terms it is quite clear that the schools must remain integral parts of the national education system under the control of the Department of Education if they are to provide their pupils with the best possible education. To do so they must be able to recruit the most suitable teachers; make full use of the advisory and specialist services available to schools; work in effective partnership with other educational services for backward children; and provide their own pupils with a unified programme directed by Principals able to exercise leadership and authority over all aspects of their school's work. These requirements can be met only if the schools are administered by the Department of Education.

In reaching this conclusion, it has been recognised that specific measures not previously needed will be required to ensure that the new department can make suitable arrangements to provide for the care and education of those backward children for whom it is responsible.

In order to achieve this the Committee endorses a suggestion made by the Department of Education that a Committee comprising four members (two from the Department of Social Welfare and two from the Department of Education) be set up with responsibility for:-

- (1) Determining the policies for, and the procedures to be followed in the selection and withdrawal of pupils at its residential schools for backward children so that adequate provision is made for children under the care of the Department of Social Welfare.
- (2) Maintaining effective liaison between the schools and the Department of Social Welfare to ensure that its officers are fully informed on the progress of children under their care who are resident at the schools, and that they receive all possible help in planning for the successful placement of these children when they leave the residential schools.
- (3) Advising the Director-General of Education on other aspects of the administration of the two schools relevant to the work of the Department of Social Welfare.

PART VImplementation of Recommendations

If the recommendations made in this report are accepted and legislation is passed to give effect to these changes, there will be a great deal of work still to be done before the new department will be able to function effectively as a fully integrated unit.

Detailed staffing establishments will have to be fixed, some positions will need to be advertised, accommodation will require adaptation and boundaries of existing Child Welfare and Social Security districts will require review. It will be necessary to analyse in detail the Department of Education's expenditure to enable separate estimates to be prepared. There will also be a need to prepare staff instructions.

Having regard to these requirements it is considered that the recommendations should be implemented in two stages. It is suggested as the first step that as soon as legislative approval has been given to the establishment of the Department of Social Welfare, the principal officers should be appointed and immediately assume responsibility for the continued operation of both the Social Security Department and the Child Welfare Division. These officers would advise on and assist to formulate the policies of the new Department and at the same time would set up and direct the activities of a working party or working parties whose task it would be to deal with all the detailed work referred to earlier in this section. A good deal of this preliminary work is already in progress but cannot be brought to finality until decisions on the Recommendations contained in this report have been made. This approach is considered necessary to provide some authoritative point at which can be given those decisions which, while not of sufficient moment to warrant consideration at ministerial level, are nevertheless essential before full integration can be achieved.

The second step would then be the complete amalgamation of the two organisations to work as one - both at central and district levels - as far as this can possibly be done having regard to the limitations imposed by accommodation. It would seem appropriate in view of budgetary and accounting considerations that this step should be timed to take place on 1 April following the passing of the empowering legislation.

The speed with which the integration process takes place is seen as the key factor to the final success of the new department. There are two major factors which could delay the integration:

- (1) Attitudes of individual staff members.
- (2) Office accommodation.

Mention has already been made in this report of the apprehension which is being felt by many of the staff of the two existing departments and the need to replace existing separate identities by a new identity based on the new - but common purpose - of the new department. We are certain that the goodwill to bring this about already exists. We consider that it is essential to capitalise on the existing goodwill and this can best be achieved by the physical location of the separate departments under one roof. In our view little will be achieved by simply changing the name of the department on the notice board outside the present accommodation.

An examination of the accommodation at present occupied by the two departments reveals that of the 30 centres in which both of the existing departments have permanent offices, only in one centre (Nelson) are they located in the same building.

The Committee sees the accommodation problem as the only insurmountable difficulty at this stage. The extent to which this difficulty will affect the development of a new identity will vary from location to location depending on the proximity of the existing units and the enthusiasm and goodwill of the staff concerned. We believe that careful

planning and organisational changes such as the integration of common administrative and other services can reduce the difficulties to a minimum. The Government Office Accommodation Board has undertaken a study of the situation in an attempt to find a solution to the problems in the individual locations. It is clear that even with the allocation of top priority to the needs of the new department no early improvement of the situation can be forecast and indeed, final solutions may be some years away in many locations.

The secret to the solution of office accommodation problems is long-term planning. There is little point in planning for new accommodation without taking account of likely developments in the future organisation and staffing of a department. To this end the Committee draws attention to the Government policy of:

"giving further consideration to bringing other areas of State welfare activity into the new department".

It is obvious that if the Accommodation Board is to find permanent solutions to the accommodation problems in the most efficient and economic manner, it is desirable that decisions on the further transfer of other sections of the Public Service to the new department be made - in principle at least - at the earliest possible date.

This Committee does not consider itself qualified in view of the absence of representation from the departments concerned to make recommendations as to whether or not any particular section of the Public Service should or should not be amalgamated with the new department. Nor would it have been appropriate, within our terms of reference, to have conducted the investigations which would be necessary in order that firm decisions could be made.

We expect that the implementation of the Recommendations will be a difficult and protracted process and to aid the smooth transition we consider that a public relations programme aimed at fully informing both the staffs of the departments concerned and the general public should be undertaken.




PART VIRecommendations


1. That the new department to be formed by the amalgamation of the Social Security Department and the Division of Child Welfare of the Department of Education be called the DEPARTMENT OF SOCIAL WELFARE.
2. That the organisation structure depicted in the Organisation Chart - Appendix I be tentatively adopted as the organisation of the new department.
3. That the Social Security Commission be retained and expanded to provide for a fourth Commissioner for the purpose of administering the Social Security Act 1964.
4. That a Department of Social Welfare Bill, based on the draft bill - Appendix IV - to authorise the establishment of the Department be prepared for the 1970 Parliamentary Session.
5. That as soon as possible after the passing of the empowering legislation the principal positions be established and appointments made.
6. That the target date for commencing complete amalgamation be 1 April 1971.
7. That early consideration be given to whether or not other Government welfare activities should be transferred to the new department.
8. That the future administration of the following institutions be the responsibility of the Department of Education:

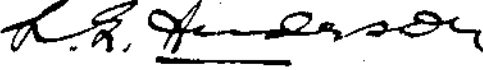
Kelston School for Deaf  
Sumner School for Deaf  
Mt. Wellington Residential School  
Campbell Park School for Boys  
Salisbury School for Girls

9. That the administration of all other institutions at present the responsibility of the Division of Child Welfare, be transferred to the Department of Social Welfare.
  
10. That the administrative responsibility for the research unit of the Joint Committee on Young Offenders be transferred to the Department of Social Welfare.
  
11. That the administration of the Tirimoana Training Centre be transferred from the State Services Commission and Health Department to the Department of Social Welfare.

  
(A.J. Healy)  
Assistant Commissioner  
State Services Commission

  
(J.M. Watt)  
Commissioner  
Social Security Department

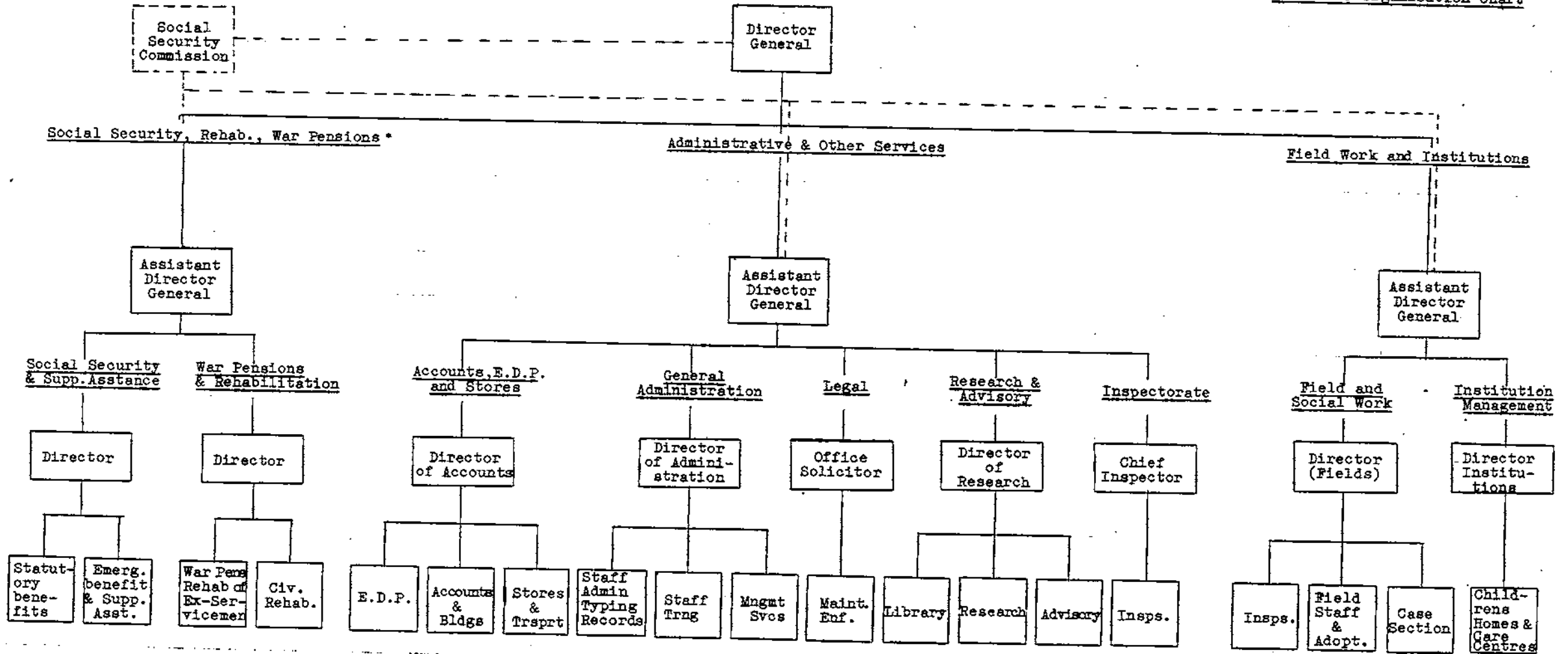
  
(B.M. Pinder)  
Director, Primary Education  
Department of Education

  
(L.G. Anderson)  
Superintendent  
Child Welfare Division

DEPARTMENT OF SOCIAL WELFARE - HEAD OFFICE

APPENDIX I

Tentative Organisation Chart



\*Note: Also services the War Pensions Board Rehabilitation Board

## APPENDIX II

### FUNCTIONS OF THE SOCIAL SECURITY DEPARTMENT

The administration of means test cash benefits for the aged, widowed, orphaned, sick and unemployed. In addition benefits are provided without a means test for persons over 65, children and miners who have had to give up their employment because of miners pthisis, heart disease or other occupational disease contracted while working as a miner in New Zealand. Emergency benefits are also provided to meet cases of hardship where there is no entitlement to statutory benefits.

The operation of a supplementary assistance scheme to provide additional financial help for social security beneficiaries, war pensioners and others who have commitments which cannot be met from current income or other resources and who are unable to help themselves.

Administration of the reciprocal agreements on social security made with Australia and the United Kingdom affecting the entitlement to cash benefits of persons moving between New Zealand and those countries.

Under the general heading of welfare services the Department maintains a team of social workers and other staff who provide a general, individual and family welfare service for all age groups as well as undertaking general field investigation and enquiry work in relation to benefits, pensions and allowances. A counselling and guidance service is also available.

The provision of domestic home help services including investigation of requests, screening and placement of workers and follow up supervision.

The provision of wheelchairs on loan to disabled people who because of financial stringency cannot reasonably be expected to meet the cost themselves.

Assisting by way of capitalised family benefits in the purchase of home properties, additions or alterations to existing homes and the repayment of mortgages or other encumbrances upon existing homes.

Assisting by way of advances with the provision of essential services or major repairs to or maintenance of the homes of beneficiaries and pensioners.

The rehabilitation of disabled persons. In addition to the provision of subsidies for organisations involved and financial assistance to those undergoing training or rehabilitation, the Department, through its representative on the National Civilian Rehabilitation Committee, and the Disabled Re-establishment League, plays a major role in the formation and development of the country's rehabilitation policy.

The enforcement of orders made or agreements registered under the Domestic Proceedings Act 1968 and the collection and disbursement of monies paid under such orders or agreements. Reporting to the Courts on the financial circumstances of the parties.

Investigations on behalf of other organisations, departments or agencies in connection with the provision of dental treatment, spectacles and special diets, the remission of School Certificate and University Entrance examination fees, Golden Kiwi grants, and in respect of assistance to repatriates.

The provision of pensions and allowances (both compensatory and economic) to ex-members of the armed forces and their dependants - in terms of the War Pensions Act 1954. The provision of pensions in respect of disabled or deceased members of the police force and civil defence personnel.

The provision of medical and surgical treatment for disabled ex-servicemen. Other services provided under the war pensions legislation include education bursaries for children, motor car loans, travel concessions, funeral grants, etc.

The payment of war pensions and other related allowances on behalf of and as agents for various other countries.

The administration of the Rehabilitation Act 1941 relating to the resettlement of ex-servicemen and the rehabilitation of disabled ex-servicemen.

Responsibility in terms of the Civil Defence Act 1962 in times of disaster for:-

- (a) setting up and operating registries for the homeless;
- (b) providing relief payments as authorised by Government, and
- (c) making payments for the billeting of evacuees from a disaster area.

The assessment of contributions to be made by applicants for legal aid and participating generally through membership of the Central Board and the District Committees in the administration of the legal aid scheme.

Liaison with other welfare services including Government Departments, local bodies and voluntary organisations. In addition a close liaison is maintained with overseas and international social service organisations.

Research into all aspects of social welfare.

FUNCTIONS OF THE CHILD WELFARE DIVISION

The basic function of the Division is to make better provision with respect to the maintenance, care and control of children who are under the protection of the State; and to provide generally for the protection and training of indigent, neglected and delinquent children. In practice the functions of the Division may be more clearly illustrated by the following breakdown of its work:

Investigating and reporting on all cases involving children under 17 (or under 18 in some cases) coming before the Children's Court either as a result of an offence (except murder or manslaughter) or following a legal complaint that a child is neglected, indigent, not under proper control, delinquent, or living in an environment detrimental to his physical or moral well-being.

The subsequent care in short-stay homes, in training institutions and in foster homes of children, who for reasons of neglect, poor environment or difficult behaviour are placed by the Children's Court under the guardianship of the Superintendent of the Child Welfare Division.

The subsequent oversight (usually in their own homes) of children placed by the Children's Court under our supervision, but not under our guardianship; this involves regular interviews with the children and parents, co-operation with the school, helping to arrange suitable work where required, arranging club and other such contacts, and visits to medical psychological and psychiatric specialists, where necessary.

Preventive work with children and families in an endeavour to avoid Court action. This necessitates, in the early stages of trouble, help of a similar nature to the above and includes financial aid (under the Needy Family Scheme) if needed.

Co-operation with officers of the Youth Aid Section of the New Zealand Police in an attempt to deal with delinquency where possible on a preventative basis and without Court action. Child Welfare Officers undertake supervision of cases where preventive supervision is considered appropriate.

Attending to a wide variety of miscellaneous duties involving inquiries into cases of truancy, complaints from many sources regarding children and reports to other agencies and Departments.

Administration of homes and institutions for children, including residential schools for deaf and educally subnormal children, and after care for the latter.

Inquiries into illegitimate births to ensure that proper provision is being made for the child and for the mother where necessary.

Reporting to Courts on applications for adoption of children.

Reporting to Courts on matrimonial proceedings affecting custody of children.

Licensing of foster parents who for payment or reward board children under six years of age in their home for more than seven consecutive days. These foster homes are visited and the care of the children supervised.

Inspection of Children's Homes run by voluntary organisations and administration of financial assistance by way of capitation subsidy for each child cared for, and a subsidy of up to 50 per cent on expenditure for the extension or replacement of buildings or additions to facilities. Advisory help is also offered to the managements and staffs of these Homes. Also subsidies for building Homes for unmarried mothers.



Licensing and supervision of child care centres (commonly referred to as "day nurseries") in order to ensure that adequate standards are maintained.

Note: These day care centres include private kindergarten and play groups of various kinds as well as institutions which are more in the nature of creches. At this stage it seems that there may be a need to separate the responsibility for the different types of institution. It will be necessary to re-examine the situation after the Committee on Pre-school Education has brought down its report.

Liaison with overseas and international Social Service Agencies.

Department of Social Welfare

ANALYSIS

Title

1. Short Title
2. Interpretation

Department of Social Welfare

3. Department of Social Welfare
4. Functions of Department
5. Director-General
6. Deputy Director-General
7. Appointment of Assistant Director-General  
and other officers and employees
8. Delegation of Powers by Minister
9. Delegation of Powers by Director-General

General Provisions

10. Regulations
11. Consequential amendments

An Act to establish a Department of Social Welfare to provide for the development and administration of an efficient social welfare service for New Zealand, and the co-ordination of social welfare policy; and to provide for matters incidental thereto.

BE IT ENACTED by the General Assembly of New Zealand in Parliament assembled, and by the authority of the same, as follows:

1. Short Title - This Act may be cited as the Department of Social Welfare Act 1970.
2. Interpretation - In this Act, unless the context otherwise requires -

"Minister" means the Minister of Social Welfare

"Department" means the Department of Social Welfare established by this Act:

"Director-General" means the Director-General of the Department of Social Welfare appointed under this Act.

Department of Social Welfare

3. Department of Social Welfare - (1) There is hereby established a Department of State, to be called the Department of Social Welfare, which, under the control of the Minister, shall be charged with the administration of this Act and such other functions as may be lawfully conferred on it.

(2) The Department shall administer the enactments specified in the First Schedule to this Act under the control of the Ministers for the time being charged with the administration of those enactments.

4. Functions of Department - (1) The Department shall have and undertake such functions as are necessary for the due and proper administration of this Act and the other Acts administered by the Department.

(2) Without limiting the general functions specified in sub-section (1) of this section, the Department shall have the following functions:

- (a) It shall be responsible for advising the Minister on the development of social welfare policies for New Zealand:
- (b) It shall undertake research into all aspects of social welfare:
- (c) It shall maintain close liaison with such other organisations engaged in social welfare service activities as may from time to time be engaged in this work including Government Departments or other agencies and non-Government agencies or individuals.

(3) The Department shall be responsible for providing administrative services to such Boards, Councils, or agencies as may be directed by the Minister.

(4) For the purpose of enabling the Department to carry out its functions, the Minister may -

- (a) Give such directions to the Director-General as he thinks fit in connection with the administration of this Act or any other Act administered by the Department:
- (b) Exercise such powers as are conferred on him by this Act or any other enactment:
- (c) Exercise such other powers as are reasonably necessary for the effective performance of the functions of the Department:

5. Director-General - There shall from time to time be appointed under the State Services Act 1962 a Director-General of the Department of Social Welfare who shall be the administrative head of the Department.

6. Other Officers and Employees

There shall from time to time be appointed under the State Services Act 1962 one or more Assistant Directors-General and such other officers and employees of the Department as may be necessary for the efficient administration of this Act and of the other Acts administered by the Department.

7. Deputy to the Director-General

On the occurrence from any cause of a vacancy in the office of Director-General (whether by reason of death, resignation, or otherwise) and in the case of absence from duty of the Director-General (from whatever cause arising) and so long as any such vacancy or absence continues any of the Assistant Directors-General in terms of Section 6 of this Act may be directed under the State Services Act 1962, to act as deputy to the Director-General and shall have and may exercise all the powers, duties and functions of the Director-General.

8. Delegation of Powers by Minister - (1) The Minister may from time to time, either generally or particularly, delegate to the Director-General any of the powers which are conferred on him as Minister by any enactment, including powers delegated to him under any enactment, but not including the power to delegate under this section or the power to consent to a delegation under section 9 of this Act.

(2) Subject to any general or special directions given or conditions attached by the Minister, the Director-General may exercise any powers delegated to him as aforesaid in the same manner and with the same effect as if they had been conferred on him directly by this section and not be delegation.

(3) Unless and until any such delegation is revoked, it shall continue in force according to its tenor. In the event of the Minister by whom any such delegation has been made ceasing to hold office, it shall continue to have effect as if made by the person for the time being holding office as Minister.

(4) In the event of the Director-General to whom any such delegation has been made ceasing to hold office, it shall continue to have effect as if made to the person for the time being holding office as Director-General or, if there is no Director-General in office or if the Director-General is absent from duty, to the person for the time being directed under the State Services Act 1962 to act in the place of the Director-General.

(5) Where the Director-General or any other person purports to act pursuant to any delegation under this section, he shall be presumed to be acting in accordance with the terms of the delegation in the absence of proof to the contrary.

(6) Every such delegation shall be revocable at will, and no such delegation shall prevent the exercise of any power by the Minister.

9. Delegation of Powers by Director-General - (1) The Director-General may from time to time, either generally or particularly, delegate to such officer or officers or employee or employees of the Department as he thinks fit all or any

of the powers exercisable by him under any enactment, including any powers delegated to him under any enactment but not including this present power of delegation:

Provided that the Director-General shall not delegate any powers delegated to him by the Minister without the written consent of the Minister, or any power delegated to him under the State Services Act 1962 without the written consent of the State Services Commission.

(2) Subject to any general or special directions given or conditions attached by the Director-General, the officer or employee to whom any powers are delegated under this section may exercise these powers in the same manner and with the same effect as if they had been conferred on him directly by this section and not by delegation.

(3) Every person purporting to act pursuant to any delegation under this section shall be presumed to be acting in accordance with the terms of the delegation in the absence of proof to the contrary.

(4) Any delegation under this section may be made to a specified officer or employee or to officers or employees of a specified class, or may be made to the holder or holders for the time being of a specified office or class of offices.

(5) Any delegation under this section shall be revocable at will, and no such delegation shall prevent the exercise of any power by the Director-General.

(6) Any such delegation shall, until revoked, continue in force according to its tenor, notwithstanding the fact that the Director-General by whom it was made may have ceased to hold office, and shall continue to have effect as if made by the successor in office of that Director-General.

#### General Provisions

10. Regulations - The Governor-General may from time to time, by Order in Council, make regulations providing for such matters as are contemplated by or necessary for giving full effect to this Act and for the due administration thereof.

11. Consequential amendments - (1) The enactments specified in the Second Schedule to this Act are hereby amended in the manner indicated in that Schedule.

(2) Unless the context otherwise requires, every reference in any enactment not specified in the second column of the Second Schedule or in the Third Schedule to this Act, or in any regulation, rule, order, agreement, deed, instrument, application, notice, licence or other document whatsoever in force at the commencement of this Act, -

- (a) To the Minister of Social Security shall, after the commencement of this Act, be read as a reference to the Minister of Social Welfare:
- (b) To the Social Security Department or the Child Welfare Division of the Department of Education, shall, after the commencement of this Act, be read as a reference to the Department of Social Welfare.

## FIRST SCHEDULE

Acts Administered by the Department of  
Social Welfare:-

1925		Child Welfare Act 1925
1948	No. 70	The Social Security (Reciprocity with Australia) Act, 1948
1954	No.	The War Pensions Act, 1954
1964	No. 136	The Social Security Act, 1964 Parts I and III
1964	No. 32	The Family Benefit (Home Ownership) Act, 1964
1969	No. 59	The Social Security (Reciprocity with United Kingdom) Act 1969

## SECOND SCHEDULE

Enactments Amended

## THIRD SCHEDULE \*

Enactments Repealed

Note: The Committee has not attempted to complete the  
Second and Third Schedules.

\* If an Enactments Repealed schedule is required then  
the following clause will be required as an addition to the  
draft Bill:-

"12. Repeals - The enactments specified in the Third  
Schedule to this Act are hereby repealed".



DEPT. OF SOCIAL WELFARE

No. 4787  
CLASS 360.9931  
DEP

Due: 6/11/91  
~~14/8/93~~  
14/6/94

Date Due

Date Due			
<del>6/11/91</del>			
<del>14/8/93</del>			
<del>14/6/94</del>			
<u>28/11/94</u>			
<u>19 June</u>			
<del>5 July 95</del>			
<del>18/09/95</del>			
<del>1/10/96</del>			
<u>21/06/96</u>			
<del>6/11/96</del>			
<del>16/6/97</del>			
<u>20.10.97</u>			